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ABSTRACT

Academic deans and presidents' perceptions about the state of college governance was studied. A total of 99 higher education institutions were randomly selected from 9 different types of schools, based on the Carnegie classification. In general, academic deans perceived college governance as undergoing transformations. Most deans perceived college governance as being bureaucratic, somewhat collegial, and political to some extent. Some schools, primarily those that were heavily unionized, were clustered around the bureaucratic framework. Presidents perceived academic governance to be rooted in the principles of shared governance. Variations in perceptions were found across institutional categories. Some presidents, mostly from two-year colleges and liberal arts institutions, indicated that college governance resembled the bureaucratic model. Overall, research institutions were mostly associated with the collegial model of organization. Research universities operated primarily within the bureaucratic and collegial models. While doctorate-granting institutions were characterized as collegial and bureaucratic, doctorate-granting were predominantly organized around the bureaucratic model. (SW)

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Governing Academic Organizations: The Academic Dean and The President Review the Current State of College Governance

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Abstract of the Study

This empirical study examined the perceptions of academic deans and presidents concerning the state of college governance across the nation. Demographic information and perceptions of participants were manipulated to study other relationships.

Survey research methods were used to gather the data. Ninety-nine institutions of higher education were selected at random from 9 different types of institutions as classified by the Carnegie classification of colleges and universities.

In general, academic deans perceived college governance as undergoing transformations. Most deans perceived college governance as being bureaucratic, somewhat collegial, and political to some extent. Presidents, on the other hand, perceived academic governance to be rooted in the principles of shared governance. Variations in perceptions were detected across institutional categories.

Institutions of higher education are complex organizations which do not conform to a single pattern of organization. Moreover, they include a bewildering variety of different structural types: four-year and two-year institutions, undergraduate, graduate and professional schools; private colleges and universities; proprietary schools; free standing units, and others that are members of a more or less unified system. It is reasonable to assume that the governance and management of these different institutional types vary not only across categories but also within them. They share, however, some similar characteristics and problems that can be discussed as long as it is understood that higher education institutional type has its own pecularities.

The classical model of college and university governance is usually based on the nature, purposes, goals of the institution, and the policies by which goals, purposes, and nature are realized. The president stands at the top of a hierarchy, followed by his/her cabinet members who are the administrative officers. Deans, departmental chairpersons, and the faculty follow. Faculty members along with the chairperson usually determine curriculum, standards of academic performance, and other educational policies. Finally, students enter this frame of reference, albeit weakly.

The board of trustees is also involved governing colleges and universities. In fact, the board is the legal body that controls university policy (Nason, 1980). Theoretically, governing boards are the final authority in college and university decision making. In practice, however, the dominant voice governing these institutions often belongs to faculty and administrative officers (who also are supposed to be members of the faculty). This paper addresses the practical and descriptive side of governance from the perspective

of two academic officers: the president and the academic dean. Specifically, its intent is to examine the academic organization as it is perceived by these two individuals across and within different institutional categories.

Research studies regarding the role of the academic dean in governance are scarce. In fact, the position of the dean was not a topic of scholarly interest until the late 60s (Cyphert and Zimpher, 1976). For instance, Dejnozka (1978) and Kapel and Dejnozka (1979) studied role norms regarding the dean of education. They found that faculty and chairpersons view the dean's role primarily as an advocate for his or her college rather than as a supervisor. Fullerton (1978), on the other hand, found that two major issues characterized the role of the dean: cultivating and promoting progressive ideas among faculty and students, and concern for the lack of time for personal pursuits.

Two case studies were reported that shed some light on the academic dean's role in college governance. McCarty and Reyes (1985a) indicated that chairpersons at research institutions do perceive academic deans mostly engaged in collegial decision making. It was indicated, however, that other modes of academic organization, such as political and bureaucratic, were also present to a lesser extent. The second case study (McCarty and Reyes, 1985b) also reported that the academic dean's role in governance was mostly perceived as being collegial. The latter study used faculty members as the source of information. Finally, Reyes (1985) in a national study found that in general academic deans perceived themselves as working within the shared governance model with the exception of deans from community colleges and liberal arts II colleges.

On the other hand, the literature regarding the president's role in college or university governance is also difficult to find. It has been

documented that the nature and function of the presidential role are difficult to analyze. Baldridge (1978) indicated that the difficulty in analyzing presidential roles is exacerbated by the environment of the college or university and by the diversity of institutions. Kauffman, (1980); Nason, (1980); Wenrich, (1980); and Burke, (1976) have eloquently noted the ambiguity which characterizes the college or university presidential functions. Moreover, the scarcity of empirical research (Kauffman, 1977) also contributed to the lack of understanding of presidential roles. Finally, Cote (1985) also indicated that the absence of theoretical constructs contributed toward the ambivalent nature of the presidential role.

Among the few studies on presidential roles in governance is that of Cote (1985). That study provided some evidence that presidents tended to view the faculty advocate role as more important as institutional size increased than board chairpersons. This finding should be prefaced, however, by the fact that the faculty advocate role was ranked as number 9 by presidents. Other roles were more important to the president in Cote's study such as the visionary, trustee rapport builder, fundraiser, and the like.

In sum, the literature regarding the role of the president and the academic dean lacks theoretical underpinnings as well as empirical assessment which is coherent and well designed. The purpose of this paper is to provide a frame of reference and to empirically assess the role of both the president and the academic dean regarding academic governance.

Theoretical Framework

The theoretical model used in this study is the "Transformational Model" proposed by Reyes and McCarty (1986). This theoretical model conceptualizes colleges and universities as organisms adapting to environmental pressures. Accordingly, institutions of higher education have mechanisms

to eliminate and select organizational behaviors which best fit environmental demands placed upon postsecondary institutions. Such mechanisms allow these institutions to survive within their environmental boundaries. Another implicit assumption in this model is that if these institutions do not adapt to environmental pressures, it's unlikely that they would survive. It is further conceptualized that the organizational behaviors that most postsecondary organizations exhibit are political, bureaucratic, and collegial.

Reyes and McCarty (1986) also proposed a conceptual taxonomy regarding all institutions of higher education. Accordingly, three fundamental levels of organization exist: Type I, II, and III. Type III institutions have the most developed system of organization among the three types. (Such statement, however, should not imply that a type III institution is better than type II or I.) Type III institutions, nonetheless, are able to transform their response mode to either political, bureaucratic, or collegial behavior at any point. That is, the institution eliminates the organizational behaviors which are not compatible with the environmental pressure at hand and selects the most appropriate one to respond to the demand. For example, if the environmental demand requires the institution to respond in a political form, the institution thus eliminates the bureaucratic and collegial behaviors as modes of response in that particular instance. When other organizational behavior is needed, the same process of elimination and selection is followed. On the other hand, type II institutions have a more limited range of organizational systems. Political and bureaucratic are the most predominant behaviors used by this type of institutions. These institutions can transform their behaviors along the bureaucratic and political double-continuum. Even though present in some instances, collegial behavior as a mode of organization is rarely used by this type of institutions. Finally, type I institutions use the policial mode of organization as the most predominant organizational

style. Bureaucratic and collegial modes of organization are also present; however, they are usually not utilized. The transformational model is used as a frame of reference to study college and university governance patterns. The model assumes that college and university governance varies across institutions; however, there is a single distinguishable character of governance that typifies a given college or university. For further discussion of institutional types and classification of post-secondary institutions see Reyes (1985).

Method

Interviews were conducted with individuals associated with a variety of institutions of higher education to ensure that the governance concept had relevance for different colleges and universities and that the concept could be measured. Separate data were collected in two studies. The first represented an initial attempt to assess the reliability and validity of the governance concept through questionnaires and interviews. The second study was conducted to refine and improve the psychometric properties of the instrument.

Institutional Sample

The above studies were conducted at seven midwestern colleges and universities. Five institutions were public and two were private, and their undergraduate enrollments ranged from approximately 800 to approximately 45,000. Two institutions were primarily research institutions (although of different caliber), two former teacher colleges (now state universities), two private liberal arts colleges, and one 2-year college. All institutions were in or near cities with a population 50,000 or more. Only one college had a unionized faculty.

Interviews to Develop the Instrument

Twenty eight top administrators and faculty members at seven colleges in the midwest United States were interviewed. They were usually the chancellor or academic vice-president, a dean, a department head, and a faculty member from each campus.

Interviews lasted from one and one half hours. Special emphasis was placed on criteria relating to the concept of governance. Some of the criteria resulting from the interviews tended to be on the entire organization rather than on one institutional subunit. It became apparent as the criteria emerged from the interviews, and on an a priori intuitive basis, that five factors of governance emerged: decision making, leadership, authority, organizational structure, and internal processes.

Instrument

An instrument was developed to measure the five dimensions of governance. Questionnaire items centered mostly on three types of organizational styles: bureaucratic, collegial, and political. All the questions or situations were framed within the aforementioned modes of academic organization. The items probed participants about the most predominant mode of academic organization at the organizational level, rather than probing the individuals on their personal preferences concerning governance. The instrument was factor-analyzed, using the principal component method with oblique rotation, which also affirmed the existence of the mentioned five dimensions of governance. The loadings for each factor averaged .70, the lowest loading was .49. This enabled the authors to test the instrument for reliability purposes by institutional category. Table 1 shows the test-retest reliability coefficient by institution.

TABLE I

Reliability Coefficient by Type of Institution

UW-Madison	.92	Research I
UW-Milwaukee	.80	Doctoral-Granting University I
UW-LaCrosse	.83	Comprehensive-University I
Beloit College	.86	Liberal Arts I (Private)
UW-Whitewater	.86	Comprehensive-University I
Marquette University	.96	Comprehensive-University (Private)
Madison Area Technical College	.85	2-Year College

NOTE: Composite Coefficient .87

Procedure

In May, 1985, 11 colleges or universities from 9 different categories of institutions (Carnegie, 1976) were randomly selected, and each of the selected institutions had two respondents, including the president and an academic dean. In institutions that did not have academic deans or presidents, a person who held similar responsibilities to those of the president and/or dean was selected to participate in the study. One hundred ninety-eight participants comprised the sample for the study. They were informed that the purpose of the study was "to identify the most predominant mode of academic governance within their institution." A total of 171 usable questionnaires was returned, 78 from presidents and 93 from deans, for an overall response rate of 86 percent.

Data analysis

The scores of each participant were key-punched and placed in computer files. All statistical analyses were performed using SPSS: Statistical

Package for the Social Science (Nie, Hull, Jenkins, Steinbrenner & Bent, 1975). Specifically correlational procedures were utilized to analyze the data such as the complete linkage analysis.

Results

This section presents the data analyses in two segments: first, the presidents and deans' data are aggregated (across institutional categories) and analyzed; second, the data are broken down by institutional category and analyzed.

The presidents' data base consisted of 78 participants across institutional categories. The analysis of these data produced very interesting, yet not surprising results. Three major clusters were discovered. As readily seen in exhibit I (see appendix), two major clusters appear first: C_1 and C_2. In the first cluster (C_1) 38 (49%) presidents described institutional governance as very collegial. That is, presidents belonging to this group selected 90 percent of the questionnaire items which characterized university governance as collegial. Cluster C_2 (19 or 24%), on the other hand, also selected the collegial model as their most predominant frame of reference; however, the frequency in selecting the items described as collegial varied. Most presidents belonging to this group selected the collegial items on a frequency which ranged from 65 to 70 percent. The rest of the items chosen characterized college governance as either political or bureaucratic. In total, 57 (73%) of the presidents selected the collegial model as the most predominant mode of academic organization. Finally, the other discernible cluster (B_1) of presidents (17 or 22%) characterized college governance as primarily bureaucratic. Again, the frequency in selecting these types of items appeared very much in accordance with cluster

C_2. That is, the frequency in selecting the bureaucratic-characterized items ranged from 65 to 70 percent. On the other hand, very few presidents admitted that the political model described their governance mechanisms. Less that 1 percent of the presidents selected the political model as the most predominant model of governance.

These findings presented reveal that presidents still perceive governance as being mostly collegial. These findings lend some support to the idea that presidents have little or no control over what goes on in academic areas. Kauffman (1980), describing presidential leadership expectations, noted: "My own experience reinforces the finding that a president's least amount of influence is in the area of what takes place in the classrooms, laboratories, and libraries of a college of university" (p. 49). Furthermore, this collegial view that presidents hold should not be surprising, because it has been a standard practice for years--especially since the American Association of University Professors (AAUP) declared that faculty members were more than simply employees of the university. Supposedly, decision making was largely in the hands of academic departments, and administrators were expected to serve the faculty by implementing faculty decisions (Kauffman, 1980).

Neither is the fact surprising that presidents also perceive university governance as bureaucratic. Increasing demands for accountability and efficiency, the move toward centralization of decision making, and the reduction of resources and student enrollment have had a tremendous impact on shared governance mechanisms. As a result, these factors contributed to building more bureaucratic processes to govern and monitor closely the university. Kauffman (1980) presented the following insightful description of the president's role which summarizes the findings obtained in this study:

> The president is asked to lead, be responsive, act promptly and decisively, carry out the policies of the board, comply with all directives and regulations of state and federal government, consult widely with a variety of constituencies on campus, consider advice of relevant constituent groups, and maintain effective relationships with all (p. 80).

In sum, most presidents regard their college governance as being collegial. Some, however, indicated that the bureaucratic model of governance was the most predominant mode of academic organizations. The political model as a governing frame of reference was mentioned by very few presidents.

Deans Across Institutions

Ninety-three subjects from all institutional categories formed the deans' data base. A complete linkage analysis of these data yielded three clusters, two of which were very strong, and the other weak. That is, individuals in both clusters B and C scored with the same frequency on a particular governing style, ranging from 70 to 85 percent. However, both groups had different orientations. Cluster B (see appendix, exhibit 2) has a strong bureaucratic orientation, while cluster C strongly indicated a preference for the collegial model. On the other hand, cluster P which was weaker than the others was primarily characterized by a political orientation.

The most dominant cluster (C) of deans (43 deans, 46%) described institutional governance as being primarily collegial. Most deans perceived their college governance as being rooted in the principles of shared governance. This finding is similar to those found in the presidents' analysis. The literature on the deanship falls short in describing how these individuals perceive academic governance. Most literature tends to be descriptive,

rather than analytical (see Kapel and Dejnoska, 1978). Furthermore, McCarty and Reyes (1985a and 1985b) studies of the role of the academic dean in decision making also lend further support to this study. Their research demonstrated that academic deans, at least in research institutions, engaged in more collegial decision making than bureaucratic or political.

In cluster (B), on the other hand, twenty-two deans (23%) selected the bureaucratic frame of reference as the most predominant governing style. The historical evolution of the deanship may explain in part the bureaucratic view that deans hold. According to McCarty & Young (1981), deans were perceived to be an extension of the presidential role. However, the responsibilities of the dean grew exponentially to include many other roles as colleges and universities expanded their missions and responsibilities (Gould, 1964; Miller, 1974). This growth of responsibilities has led the deans' position to be considered as a middle management position (Hill, 1980). It is not surprising, threfore, that deans think that college governance is embedded in bureaucratic processes. Furthermore, deans do control budgets, they have veto power over appointments, they assign space, they approve proposals, they occupy hierarchical positions (McCarty and Reyes, 1985a). The mere role of the office within the organizational structure contributes to this perception of college governance.

Unlike the presidents, deans perceived more political behavior in college governance. Twenty-eight deans (30%) indicated that the most predominant governing model used by them resembled the political frame of reference. Because of the dean's position, this finding is not unusual. Typically, deans engage in many informal patterns of friendships; it is also not rare that within institutions coalitions develop. Hidden power plays, therefore, may arise in political struggles, and deans are aware

of many of these factors. Hence, some deans may perceive college governance as a political process. Exhibit 2 (see appendix) depicts the analysis of the dean's responses.

In sum, subanalyses were presented regarding the overall analysis of institutions. Presidents do hold a strong collegial orientation of governance, while deans were divided among collegial, bureaucratic, and political orientations. Deans, nonethless, perceived college governance more political than presidents did.

Analyses by Institutional Category

This section deals with analyses of institutional categories. First, nine institutional categories are clustered separately to explore further their individual characteristics. Some generalizations, then, are made regarding each institution's organizational pattern. Secondly, presidents' and deans' responses are clustered to analyze their perceptions about the governance mechanisms that are exhibited at their institution. These subanalyses are presented as follows: research universities I, research universities II, doctorate-granting universities I, doctoral-granting universities II, comprehensive universities and colleges I, comprehensive universities and colleges II, liberal arts colleges I, liberal arts colleges II, and two-year colleges and institutes.

Research Universities I

Research universities I (RUI) are described as the 50 leading universities in terms of federal financial support of academic science in the period of 1972-75, provided that these institutions awarded at least 50 Ph.Ds, and had a high quality of research production and doctoral training. This subsection includes 21 subjects, including presidents and deans.

The complete linkage analysis of these data produced two distinct clusters: one highly titled toward the collegial vector, and the second, oriented toward the bureaucratic (see exhibit 3). Overall, the majority of presidents and deans (66%) thought that their institutions operated within a collegial frame of reference. Only three (14%) of these participants admitted that these universities and colleges operated using the political model. This is revealing because Baldridge's (1978) political model, at least in these institutions, does not fully apply. Five participants (23%) selected the bureaucratic model as the most predominant academic organization mode.

The literature regarding these types of institutions is inconclusive as to what is the predominant mode of academic organization. For instance, Baldridge (1971, 1978) used the political model to describe these institutions. Stroup (1966) proposed the bureaucratic image to explain the organization of colleges and universities. Millet and Goodman (1962) thought of these universities as collegiums. Furthermore, Cohen and March (1974) called them "organized anarchies." Yet, these models have little empirical evidence to support their assumptions about university governance. For instance, Salanick and Pfeffer (1974) studied budgeting practices at the University of Illinois in which they found some support for the coalitional model. Likewise, Hills and Mahoney (1978) investigated a similar type of institution, and they too found that coalitional behavior was exhibited when resource allocations were made. Chaffee (1982) also observed budgeting practices at Stanford using the rational model as a frame of reference. She concluded that these practices, nonetheless, were mostly explained by Simon's (1955, 1976, 1979) model of "bounded rationality," rather than by the bureaucratic (rational) model. These studies, however, emphasized only

one aspect of university governance, the budgeting process. Of course, colleges and universities are complex organizations with more processes other than budgeting.

McCarty and Reyes (1985) study of deans' decision making patterns tested four of the organizational models described previously. They found traces of only three models of academic governance to be present at a major public research institution: collegial, bureaucratic, and political. Collegial decision making, however, was the predominant behavior at such an institution. This led McCarty and Reyes to conclude that the university academic organization, at least at such an institution, had a mixed model of academic governance. That is, any behavior, collegial, political or bureaucratic, is likely to be observable depending on the qualitative aspects of the issue(s).

Research Universities II

Research universities II (RU II) are described by the Carnegie Council (1976) as those among the 100 leading institutions in terms of federal financial support in--at least two years out of 1972-75. These criteria also included that such institutions had awarded at least 50 Ph.Ds. These universities were expected to exhibit the same behaviors as with the first set of universities. The assumption was that such institutions would have a strong research orientation and that such an orientation plays an influential role on their governance styles.

The analysis of deans' and presidents' data provided a different pattern formation. Fourteen participants returned questionnaires. Two groups were essentially identified: one bureaucratic and the other collegial. This time, however, deans and presidents were equally divided in terms of the weight placed on these two vectors. No group thought that their institu-

tions were either totally bureaucratic or collegial alone. Only two participants (14%) in this group perceived academic governance as political. Seven (50%) participants described governance as collegial, while 5 (36%) thought of it as bureaucratic. However, their presence implies that these institutions exhibit some political behavior in their governance patterns. These patterns are depicted in exhibit 4 (see appendix). It should be noted that these deans and presidents grouped in cluster C selected 55-60 percent of the collegially characterized items, whereas the other percentage of the items were characterized as bureaucratic. In other words, the selection of items were almost equally divided between the bureaucratic and collegial choices.

These findings varied slightly from those of research universities I in that RUII institutions seemed to use more the bureaucratic mode of academic governance. When these patterns were compared with those of RUI institutions, a perceptual difference is observed. RUI deans and presidents held a more collegial view than RUII institutions. This is interesting but difficult to explain. With regard to the political behavior, nonetheless, the two groups held similar perceptions. Only two individuals selected the political frame of reference as the most predominant model of college governance. The literature, again, is inconclusive regarding these institutions. No empirical studies are available that investigated the governing mechanisms of research universities II. One possible explanation for such a variation, however, is that these institutions are heavily supported by state governments. That is, most of the funding of these institutions is channeled through the state. This is not to say that these institutions do not compete for other monies, but research universities I do get a great deal of outside grant money. Obviously, grant money provides more flexi-

bility or freedom from state bureaucratic mandates. Therefore, perceptual differences about academic governance should exist.

Doctorate-Granting Universities I

Doctorate-granting universities I (DGUI) are classified by the Carnegie Council as those institutions that awarded 40 or more Ph.Ds in at least five fields in 1973-74. These criteria also included that such institutions received at least $3 million in total federal support in the years 1973-75. These institutions, unlike RUI and RUII institutions, are not generally considered flagship universities; their academic quality, however, ranks high reputationally. This stratum included 22 subjects, including presidents and deans.

On the other hand, the data from presidents and deans revealed a different group formation pattern. Three groups emerged. The first group scored highly on the collegial vector. Eleven (50%) individuals elected the collegial model of governance as the most predominant. Interestingly, most of the presidents (within the category) belonged to this group. The majority of deans, however, were not part of it. Six deans (27%) indicated that academic governance is political. The third group characterized the university academic organization as bureaucratic. This group, however, was small (5 or 23%). These findings are not only interesting but different from the previous analysis of other type of institutions. Deans seemed to use more the political model than did those in RI, and RII institutions. This was a discrepancy not evidenced in earlier analyses. Deans were mostly dominated by this perception. This can be explained because of the deans' position at colleges and universities. As mentioned earlier, deans are in "middle management" positions in which they have to react to different constituencies and issues. It is not surprising, therefore, that

they perceived doctorate granting universities I academic governance as being political.

Doctorate-Granting Universities II

Doctorate-granting universities II (DGUII) included those institutions that awarded at least 20 Ph.Ds in 1973-74 without regard to field or 10 Ph.Ds in at least three fields. An overall analysis of this type of school, which included 16 respondents, indicated that there were two clusters. The initial cluster (8 or 50%) had a strong orientation toward the collegial model. They perceived their universities operating within the collegial frame of reference. The second cluster (6 or 37%) was more inclined toward the bureaucratic vector. Only two persons thought that university governance was modeled after the political.

With regard to DGUI universities, DGUII institutions seemed to follow the same pattern of academic organization. Presidents and deans perceived both these institutions as organized around the collegial model. This is a pattern not followed by research I and II universities. Quite the contrary, deans' and administrators' views seem to be fairly consistent. This can be explained by institutional differences. such size, and the like.

The following section includes all comprehensive universities and colleges. Such colleges are primarily characterized as being state instituions that do not offer Ph.D. programs. Many of these institutions offer master's degrees. The majority of these colleges are former teachers' colleges that have expanded their programs to include a liberal arts component. These institutions are classified by the Carnegie Council as comprehensive universities and colleges I and comprehensive universities and colleges II.

Comprehensive Universities and Colleges I

Comprehensive universities and colleges I (CUCI) included institutions that offered a liberal arts program, as well as several other programs, such as engineering or business administration (Carnegie, 1976). Many of them offered master's degrees but all lacked a doctoral program. All institutions in this group had at least two professional or occupational programs and enrolled at least 2,000 students.

This subanalysis used 18 subjects, including presidents and deans. The overwhelming (13 or 81%) majority of them held the view that these universities and colleges were run collegially. This group scored high on the collegial vector; very few of them thought otherwise. This is reflected on the second vector which was the bureaucratic; only four (22 percent) participants described university organization as a bureaucracy. On the other hand, a similar number of cases (16 percent) characterized the academic organization as political. These findings are in concurrence with those of other institutions in that administrators have the collegial frame in mind as they operate within the university or college. Moreover, the fact that deans and presidents think similarly about governance is not surprising, especially in small institutions, such as those analyzed here. Gould (1964) indicated that in very small institutions the academic dean and the president are likely to be in conference daily throughout the school year. Caplow and McGee (1958), however, indicated that the opposite may be true in really large institutions.

In sum, comprehensive universities and colleges I can be described as institutions organized around the collegial model of academic organization. An overwhelming majority of cases displayed a strong orientation toward the shared governance model. The bureaucratic and political models were present,

however, their impact was minimal, at least in the eyes of deans and presidents.

Comprehensive Universities and Colleges II

Comprehensive universities and colleges II (CUCII) are analyzed in the following section. These CUCII colleges were classified by the Carnegie Council as state colleges and private colleges that offered a liberal arts program and at least one professional or occupational program, i.e., teacher training or nursing. Accordingly, many of these institutions in this group were teachers' colleges. Furthermore, private institutions with less than 1,500 students and public institutions with less than 1,000 students in 1976 were excluded from this group. Twenty subjects were cluster-analyzed to detect the predominant mode of academic organization.

These data on presidents and deans provided an interesting outcome. There seemed to be no particular or dominant theme in this section. An array of disorganized clusters was evident. It was needed, therefore, to interpret these clusters individually. Interestingly, most of the presidents in this section described university governance as bureaucratic. Deans saw it as collegial and political. That is, a group of deans perceived it as political, and another group described university governance using the shared governance model. These findings represented a significant departure from the findings encouraged in CUCI universities. The sense of collegiality is not present any more in the administrators' mind. This finding can be explained by the fact that these CUCII colleges are even more dependent upon revenues from the state. The state, in turn, has more control over these institutions. Even more important is the fact that administrators, at least within this group, do not have a consistent view about their academic governance. This inconsistency is difficult to explain. Further

research is needed to explain such a discrepancy within this group of institutions.

The institutional category analyzed next is that of liberal arts colleges which are divided into two subcategories: liberal arts colleges I and II. The major distinction between a liberal arts college and a comprehensive institution is that the arts colleges have a strong liberal arts tradition. Examples of these colleges are Oberlin, Swarthmore, Carleton, and Bryn Mawr. Also included in this category are those less prestigious and selective colleges such as Dallas Baptist College, Mount Marty College, and Viterbo College. The total number of institutions from both categories was 583 in 1976. Dearman and Plisco (1980) estimated that as many as 200 small, private liberal arts colleges would close in the 1980s. Furthermore, Magarell (1980) reported that 141 closed during the 1970s. Many of these institutions, however did not become extinct. They became comprehensive universities and colleges. The first subcategory is initially analyzed.

Liberal Arts Colleges I

Liberal arts colleges I (LACI) were categorized by the Carnegie Council as those colleges that scored 1030 or more on a selectivity index developed by Astin (1970). Inclusive in these criteria was that these colleges were included among the 200 leading baccalaureate-granting institutions in terms of numbers of their graduates receiving Ph.Ds at 40 leading doctorate-granting institutions from 1920 to 1966 (Carnegie Council, 1976). These type of colleges are mostly scattered across the entire sector of American colleges. They are presumed to be the most selective, prestigious or "elite" colleges in their founding and later histories with respect to success. The role of these colleges was (and still is) to prepare students in the traditional arts and sciences for further specialized graduate training. Some institu-

tions, however, have recently modified their missions to include more applied fields in their curriculum. Reasons for these changes have been financial problems (Winn, 1980), decline in enrollments (Leslie et al., 1981), societal changes, such as high technology (Johsen, 1984).

The data concerning presidents and deans produced one major cluster which was mostly characterized as collegial. Twenty-two questionnaires were cluster-analyzed, using the complete linkage method. They (17 or 77%) described university governance mechanisms as being rooted in the shared governance model. Interestingly, most of the presidents were grouped into such a cluster. The bureaucratic model was also present in this analysis. However, only 5 participants (22%) indicated such an inclination. This finding may be explained by the fact that administrators are engaged more often in routine business than other groups.

In sum, LACI colleges operate primarily within the confines of the shared governance model. Some deans, however, presented a slight variation in their views; they perceived the university or college to be somewhat entrenched in bureaucratic procedures.

Liberal Arts Colleges II

The second category of these colleges included all those institutions that did not meet the Carnegie's criteria for inclusion in the first group of liberal arts colleges. Most of these institutions are religious-affiliated and small in size. In Astin and Lee's (1972) words, these colleges differ from the first group in their "lack of success" (p. 13). Accordingly, these colleges were shaped by religious influence in America before the Civil War, the demand for Negro colleges after the Civil War, and the need for technical schools at the end of the 19th century. Almost half of these colleges were founded during the second half of the 19th

century. According to Patillo and MacKenzie (1966) 2,000 colleges were founded during the 19th century, however only 20 percent of them survived. Astin and Lee (1972), rightly so, called these colleges "invisible colleges" (p. 22). Accordingly, these colleges, both sectarian or non-sectarian, are primarily concerned with survival in America's higher education system.

Seventeen questionnaires were analyzed, including deans and presidents. A complete linkage analysis revealed a consistent view about college governance. Two clusters were produced. The first (9 or 52%) and most dominant cluster of individuals described university governance in terms of the bureaucratic model. Even though this cluster dominated, no distinctions between presidents or deans views were detected. They equally shared this perception. The other cluster was also equally divided between presidents and deans. These individuals (5 or 29%) perceived their academic organization to be rooted within the shared governance assumptions. Only two individuals felt that the political model was their most common governing style.

When these analyses are compared with those of LACI colleges, a change is detected in that LACII colleges were more bureaucratic than were LACI institutions. Moreover, LACII institutions differed from category I in that they did not perceive their academic governance to be political. On the other hand, the administrative view (presidents and deans) about academic governance in LACI colleges differed significantly from that of LACII administrators. There was a sense of more collegiality within LACI institutions, while at LACII colleges administrators perceived the bureaucratic mode of academic organization to be the most predominant in these colleges. This finding supports Astin and Lee's (1972) claim that administrative policies in LACII colleges differ dramatically from the elite colleges.

For example, classes at LACII colleges are much more structured: instructors usually take attendance, assign seats to students, and hold classes at a regularly scheduled time and place, while at LACI colleges those rules are much less informal and relaxed.

In sum, LACII colleges' predominant mode of academic organization was bureaucratic. Some participants--not many--thought that there was some collegial atmosphere within these institutions. Nonetheless, the number of participants was small. An even smaller group thought that their academic organization was political. More indepth research is needed to explain such a discrepancy in views.

Two-Year Colleges and Institutes

Two-year community colleges is the final group to be analyzed. Community colleges were defined as only those institutions that do not have a 4-year liberal arts program or a religious program of instruction. (The Carnegie Council, 1976)

The complete linkage analysis of presidents and deans revealed only one cluster of individuals. Ten (59%) of all respondents perceived their governing mechanisms to be deeply rooted in the principles of the bureaucratic model. On the other hand, the other 7 (41%) individuals did not have any coherent view about their governing mechanisms and thus did not constitute a cluster. That is, these individuals identified with all three models of governance. Therefore, their correlation loadings were very low. These findings were expected to some extent. It has been argued in the literature that administration in community colleges exerts considerable control over the governance of these institutions. Overall, presidents and deans expressed such an inclination by overwhelmingly selecting the bureaucratic model as their frame of reference.

The literature on the governance of community colleges is scarce and lacks any analytical as well theoretical substance. The only published work that deals exclusively with academic governance in two-year colleges was produced by Richardson, Blocker and Bender, (1972). A concurrent theme emanating from the literature, however, suggests that community colleges' governance has a strong tendency toward a bureaucratic frame of reference. For instance, Richardson and Rhodes (1983), Lahti (1979), and Richardson (1975) indicated that these colleges exhibit strong bureaucratic tendencies and a very high level of administrative control. The evolution of these schools, their collective bargaining component, and other factors have been influential or possibly causal factors for these bureaucratic tendencies (Bensimon, 1984).

In sum, administrators both deans and presidents perceived their governance mechanisms mostly modeled after the bureaucratic mode of academic organization.

Findings and Conclusions

This study was an exploratory comparative organization analysis of nine different categories of institutions of higher education. College deans and presidents were the main sources of information; the college or university was the unit of analysis. Analyses were done across and within institutional categories.

With regard to presidents across institutions, it is concluded that the most predominant mode of academic organization perceived by presidents is the shared governance model. This is evidenced even when within-category analyses were performed. They still have in their minds the utopian idea of a community of scholars governing their institutions. Nonetheless, some presidents, mostly from two-year colleges and liberal arts II, indicated that college governance resembled the bureaucratic model.

As with presidents, deans across institutional categories revealed that the collegial frame of reference was the most predominant model for academic organization. However, deans unlike presidents selected more frequently the bureaucratic and political models as their models of organization. Some institutions, primarily those which are heavily unionized, were clustered around the bureaucratic framework. Furthermore, it is concluded that the political model is not selected, by either presidents or deans, as the overwhelming academic model of organization. Such a finding does not fully support Baldridge's argument that colleges and universities are social structures with coalitions vying for power.

These differences between presidents and deans become more noticeable as these data bases were analyzed apart. Deans, since they work closer to the day-to-day operations, see institutions exhibiting more bureaucratic and political tendencies than presidents do. The presidents' perceptions may be part of his/her wishful thinking. The president is caught up in keeping the organization in face with its environment. As Meyer and Rowan (1977) indicated presidents use ceremonial criteria to legitimate the organization with internal participants, the public, and the state. Therefore, they may see collegiality when it may not be there. Nonetheless, the role of the administrator is to maintain the ceremonial aspects of university governance.

With regard to all 9 institutional categories, it is concluded that each institutional category is sui generis. Overall, research I institutions were mostly associated with the collegial model of organization. Research II universities operate primarily within the bureaucratic and collegial models. The participants, however, showed more inclination for the bureaucratic model than those from research I institutions. On the

other hand, doctorate-granting institutions I were characterized as collegial and bureaucratic, whereas doctorate-granting II were predominantely organized around the bureaucratic frame of reference. Comprehensive universities I are also characterized by collegial academic organization, while CUCII institutions were perceived as heavily bureaucratic.

Liberal arts colleges I, on the other hand, were characterized as highly collegial, and political to some extent. Liberal arts II use primarily the bureaucratic model as means of academic organization. Finally, two-year colleges are characterized as highly bureaucratic structures regarding college governance.

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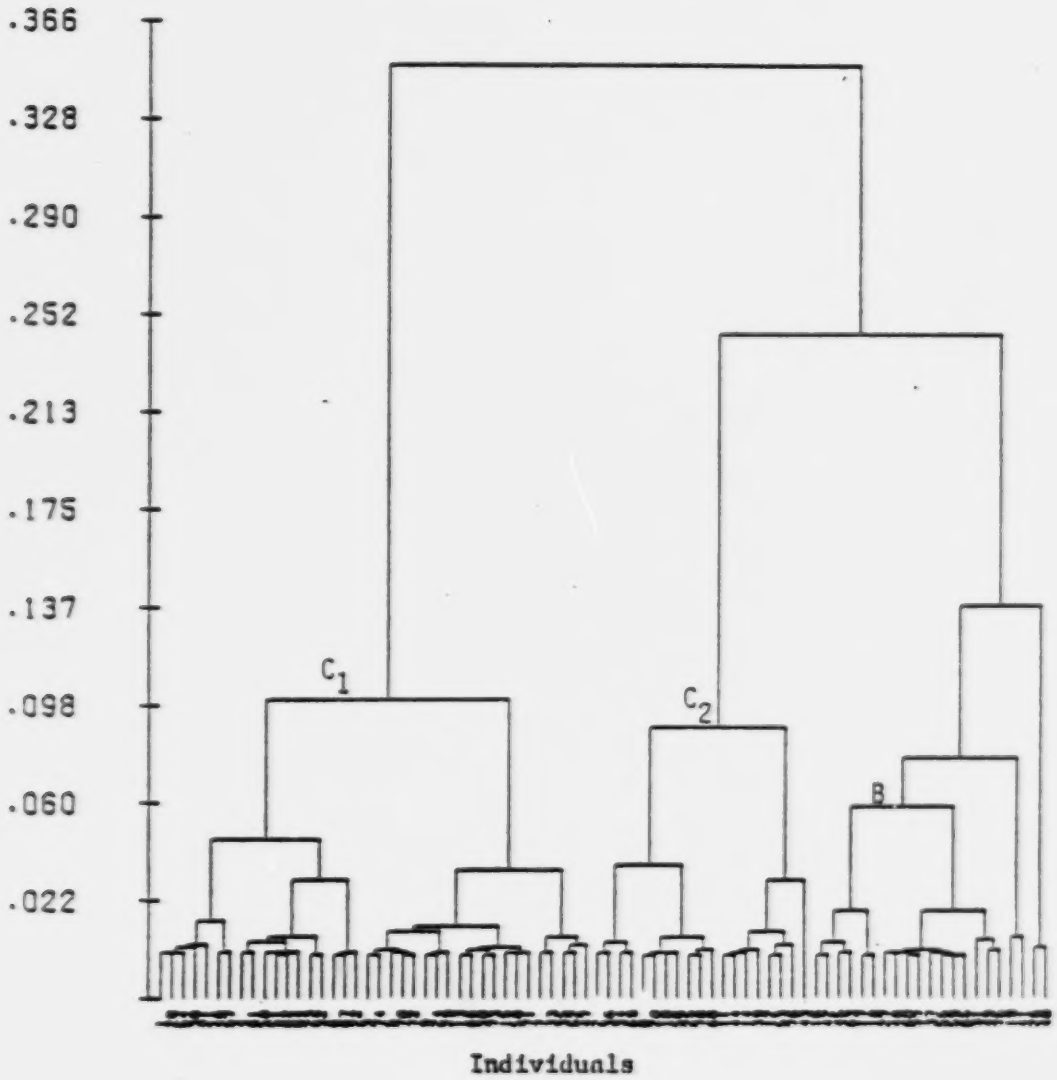
APPENDIX

Exhibit 1

Complete Linkage Analysis of Presidents Across Institutions

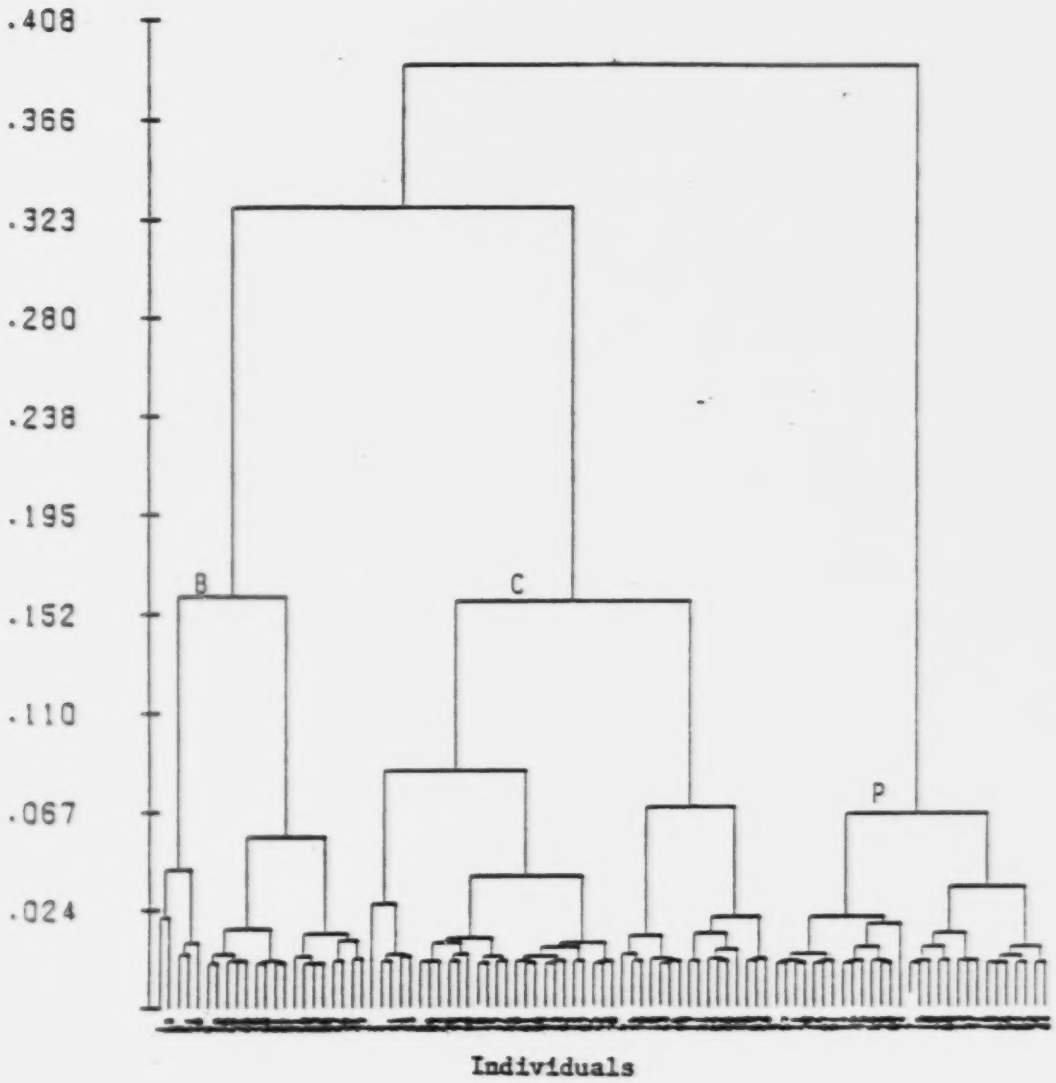


C_1 & C_2 = Collegial

B = Bureaucratic

Exhibit 2

Complete Linkage Analysis of Deans Across Institutions



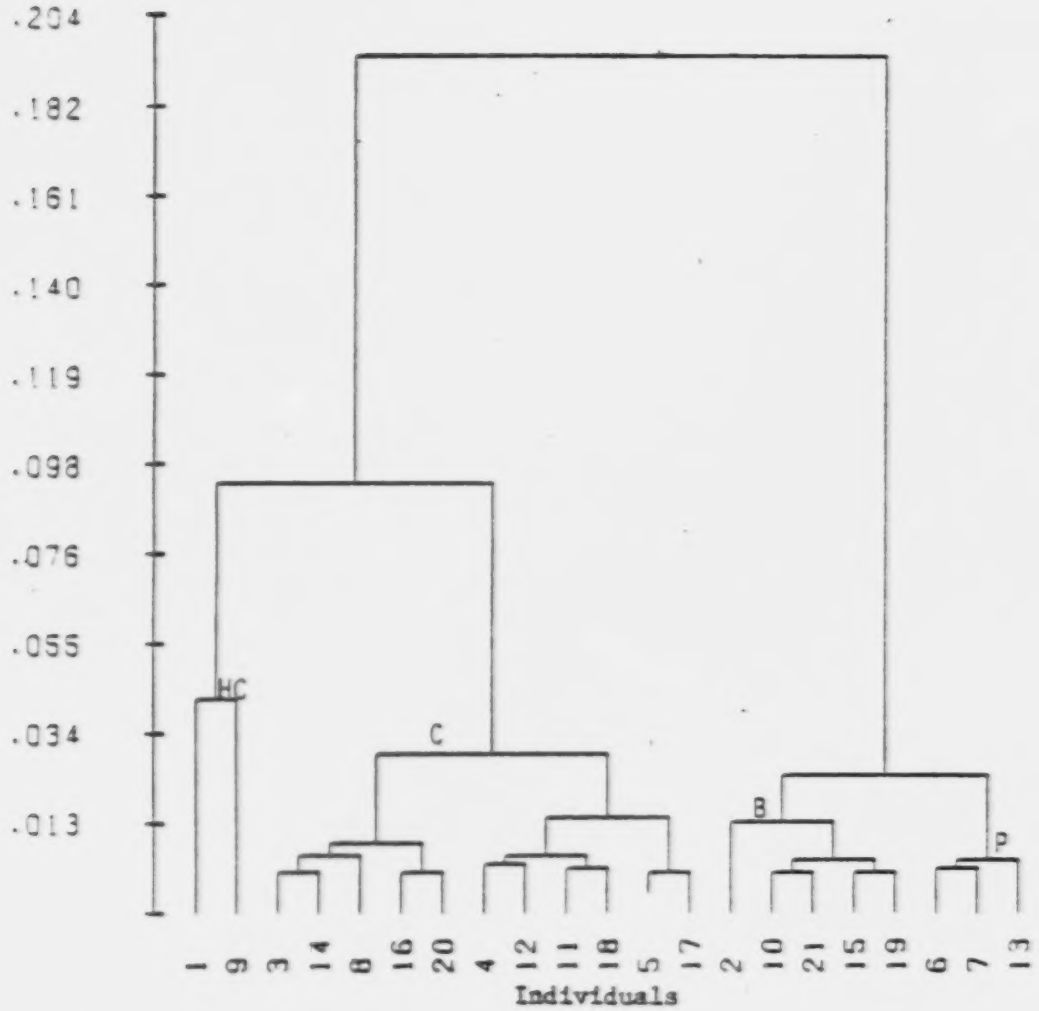
B = Bureaucratic

C = Collegial

P = Political

Exhibit 3

Complete Linkage Analysis of Presidents and Deans for Research Universities I



HC = Highly Collegial

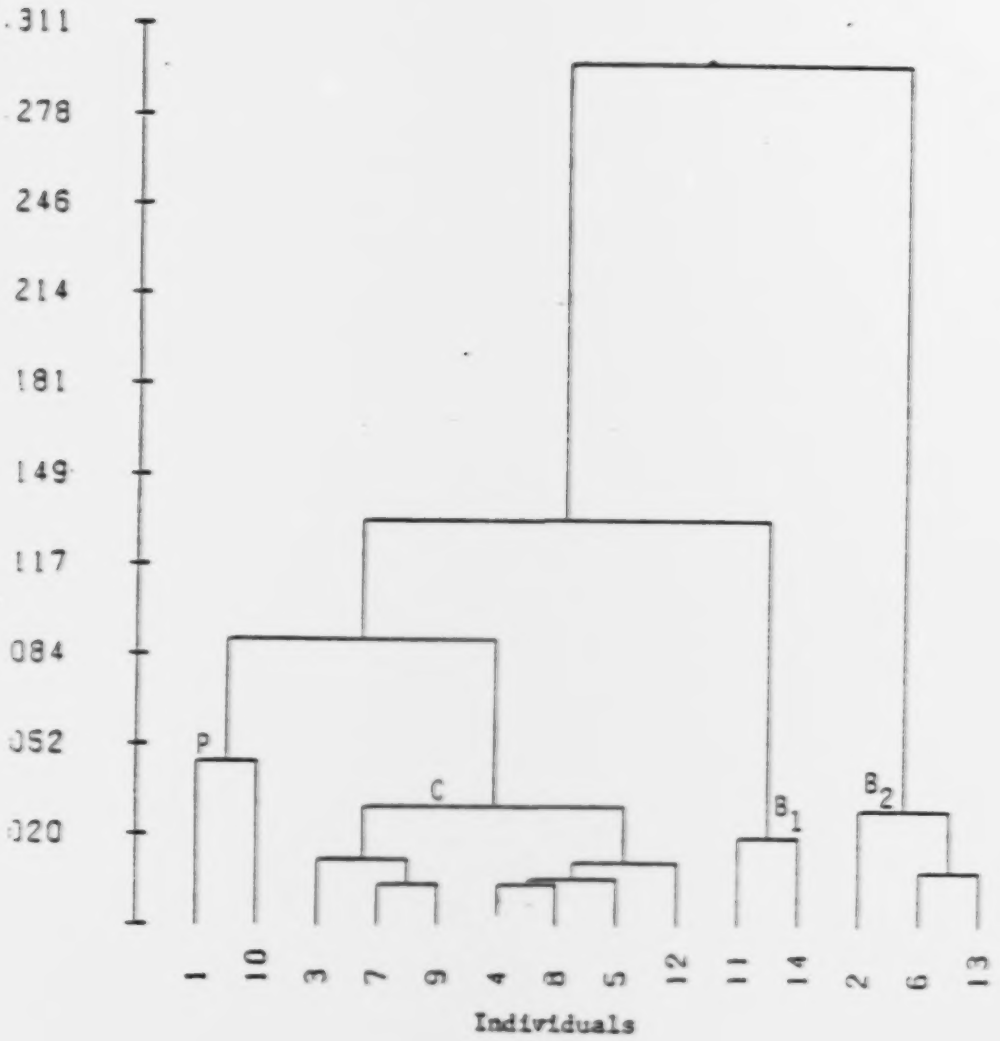
C = Collegial

B = Bureaucratic

P = Political

Exhibit 4

Complete Linkage Analysis of Presidents and Deans from Research Universities II



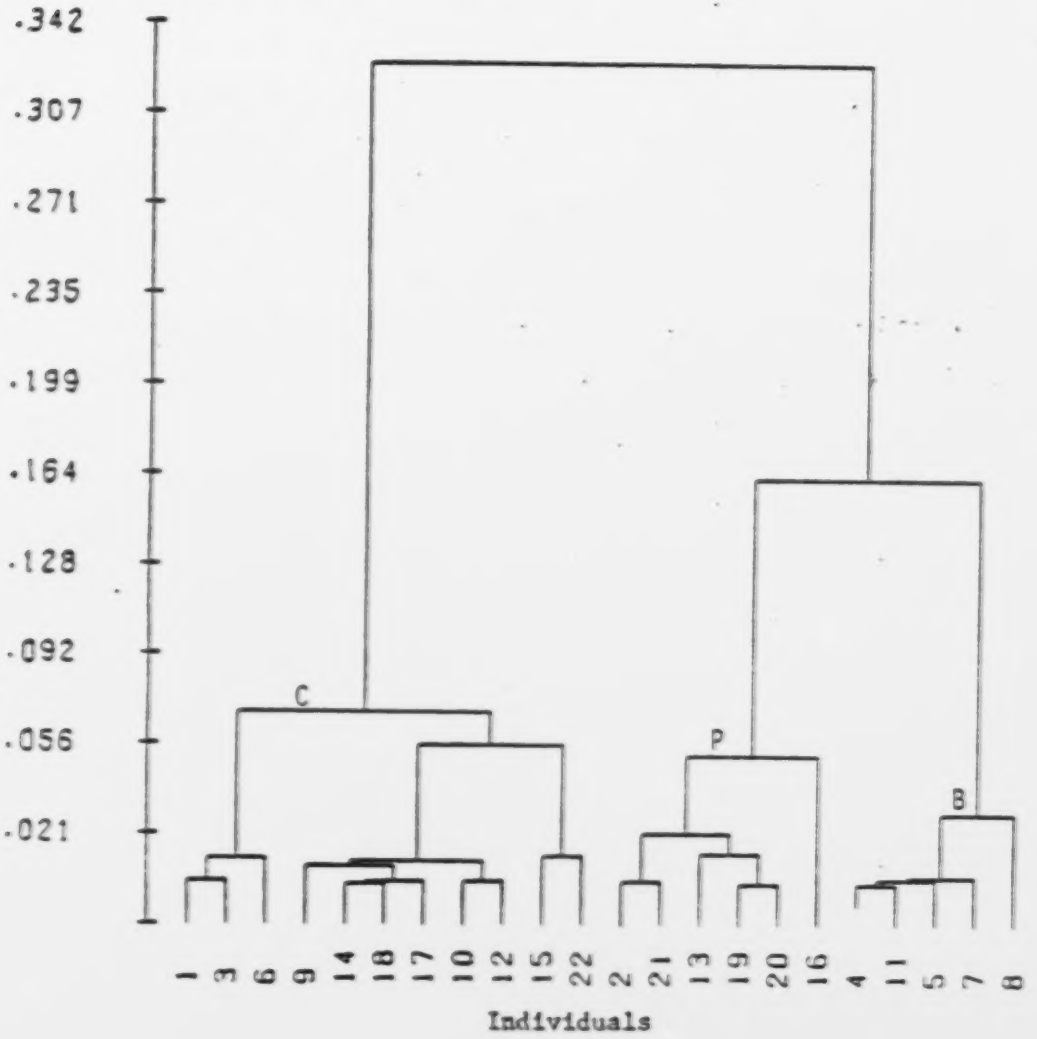
P = Political

C = Collegial

B_1 & B_2 = Bureaucratic

Exhibit 5

Complete Linkage Analysis of Presidents and Deans from Doctorate-Granting Universities I



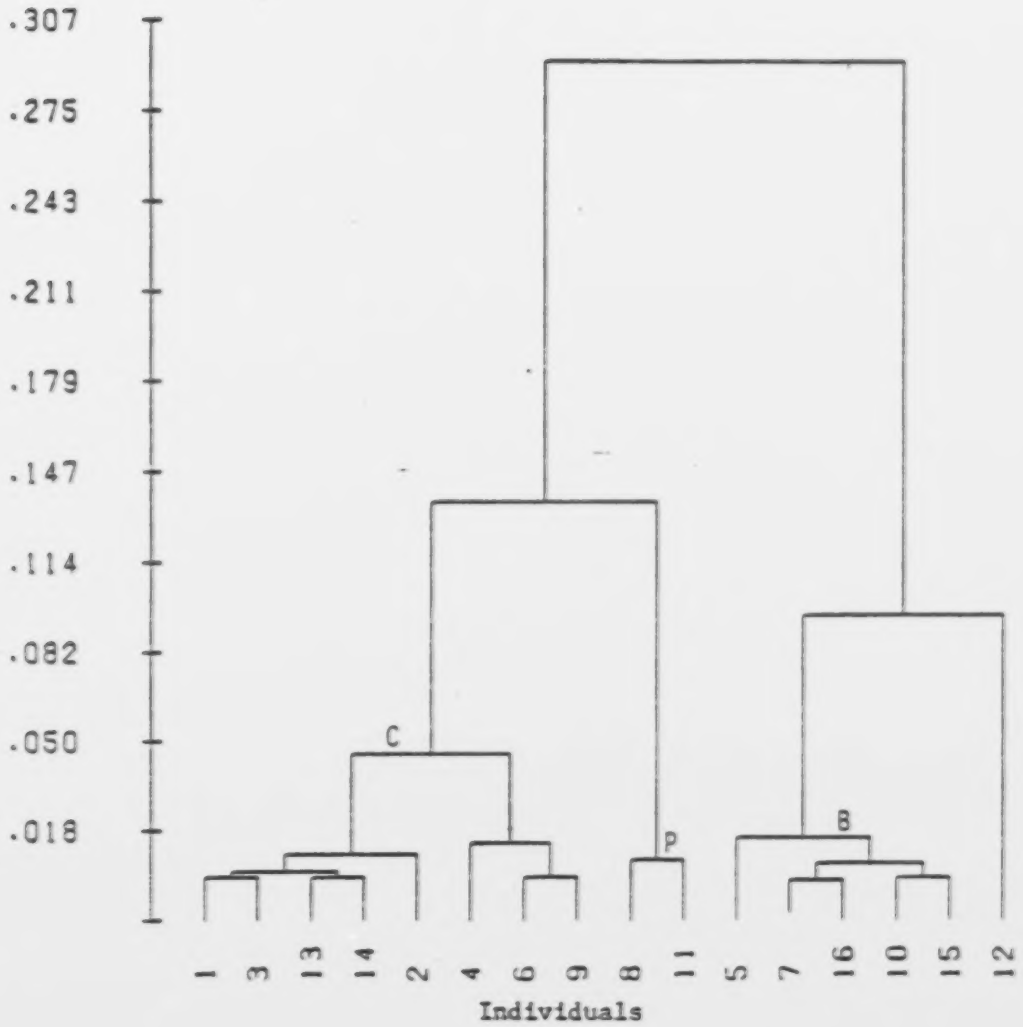
C = Collegial

P = Political

B = Bureaucratic

Exhibit 6

Complete Linkage Analysis of Presidents and Deans from Doctorate-Granting Universities II



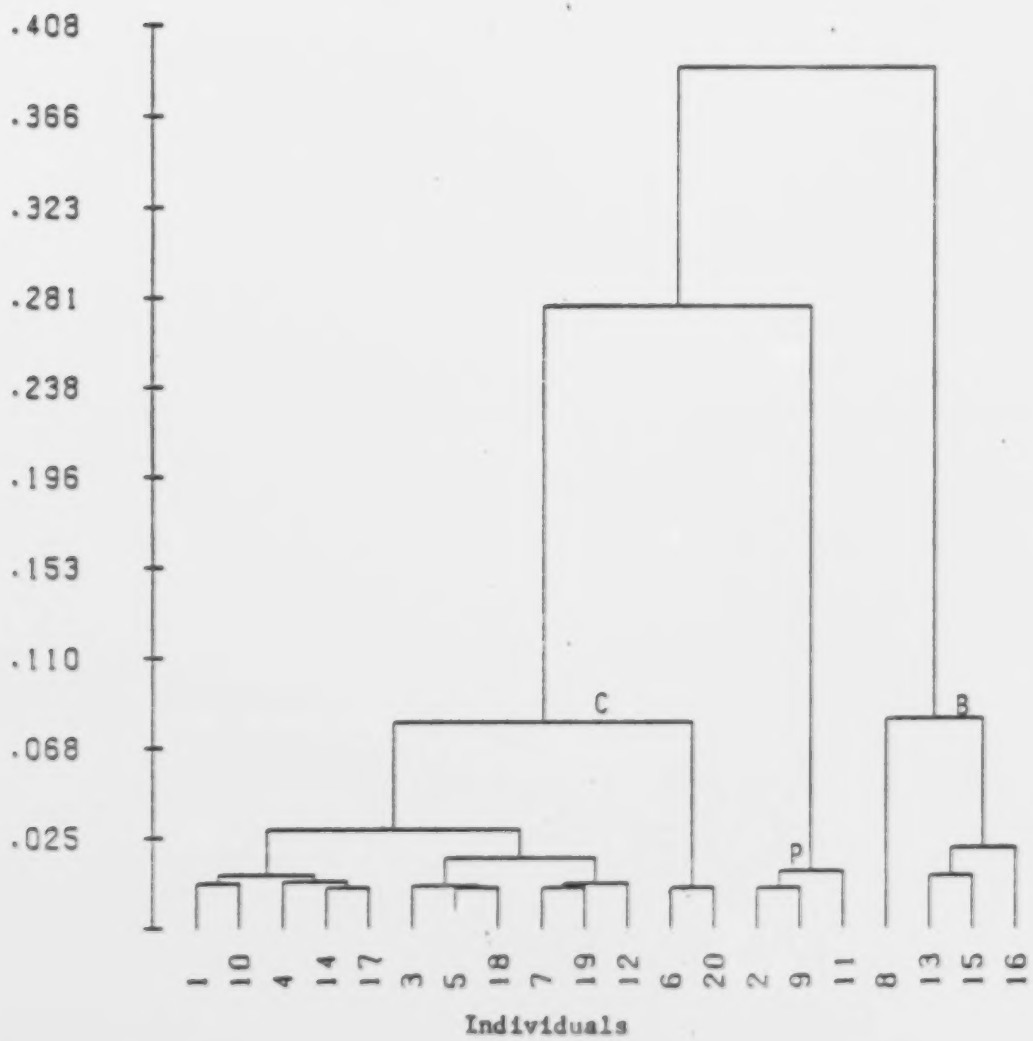
C = Collegial

P = Political

B = Bureaucratic

Exhibit 7

Complete Linkage Analysis of Presidents and Deans from Comprehensive Universities and Colleges I



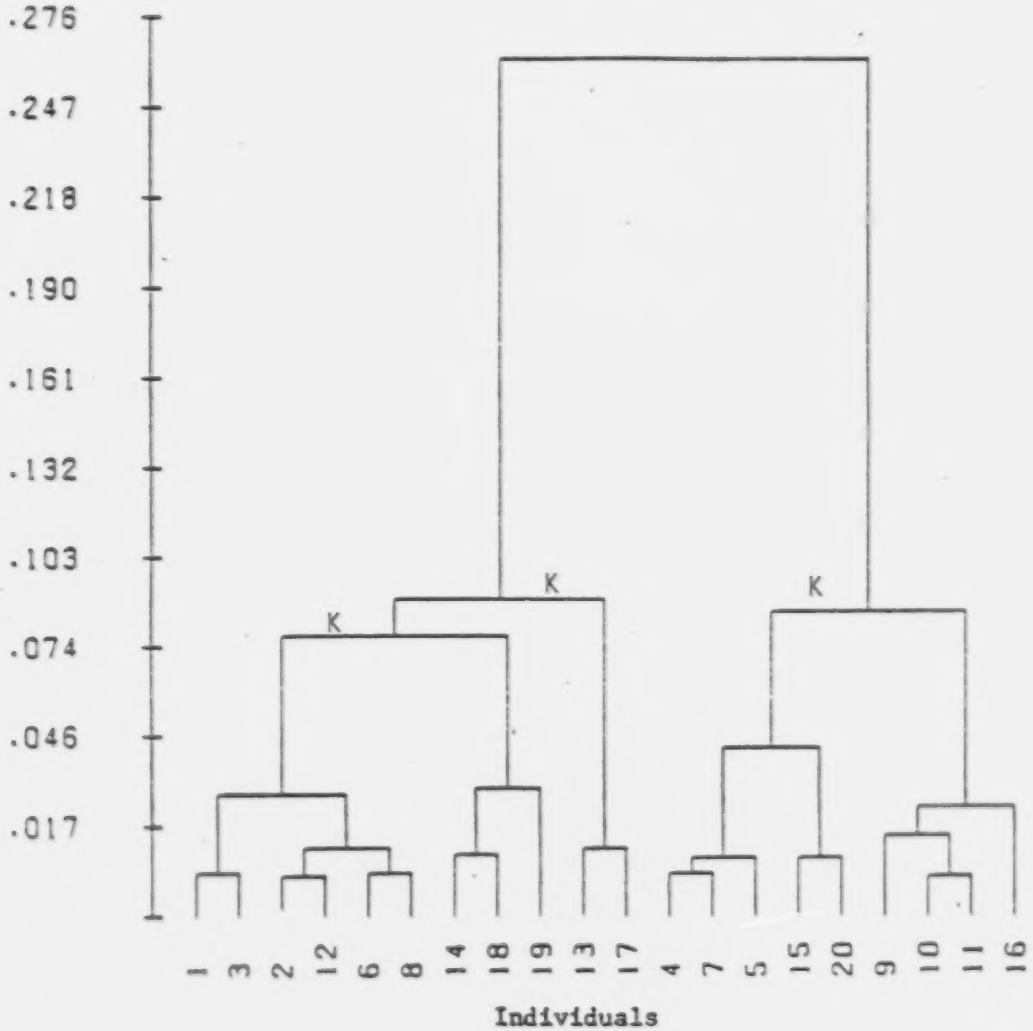
C = Collegial

P = Political

B = Bureaucratic

Exhibit 8

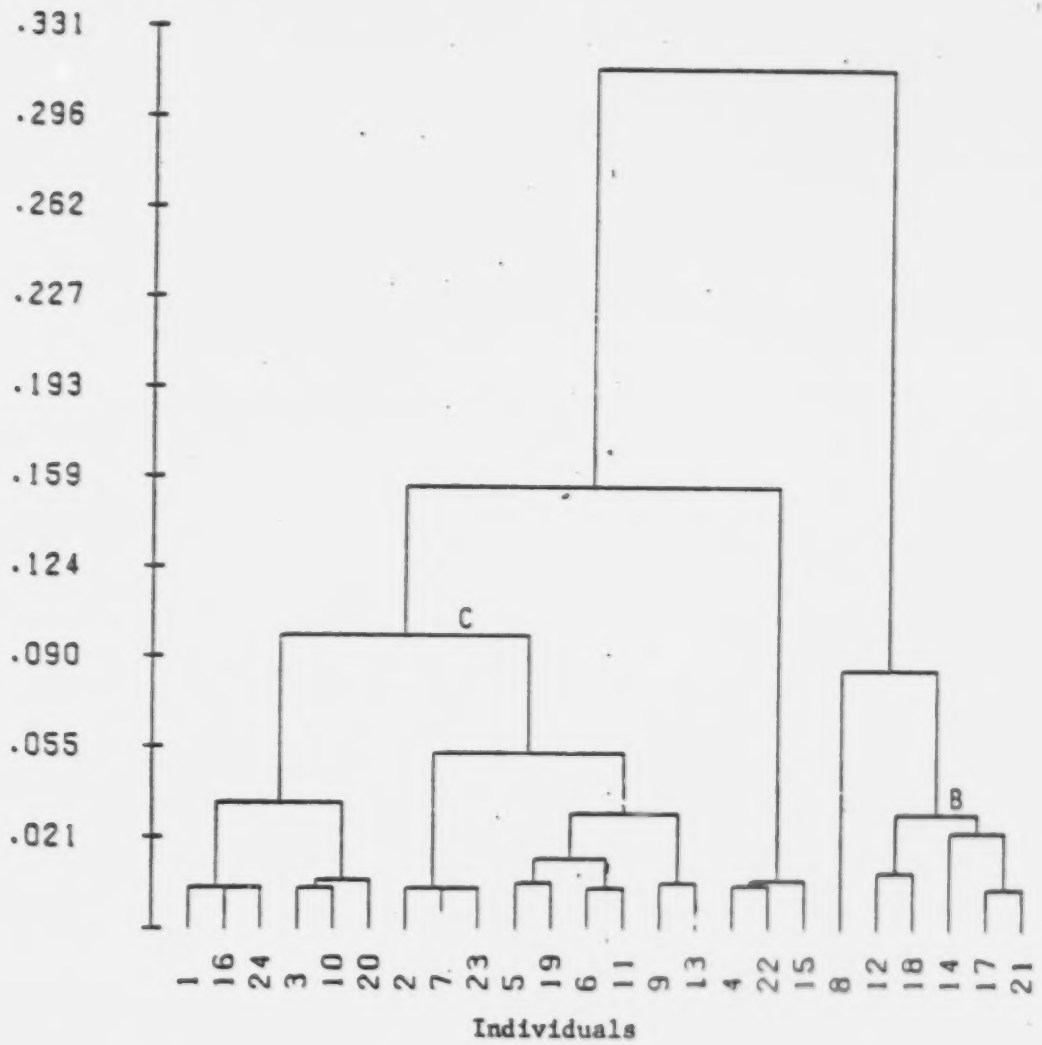
Complete Linkage Analysis of Presidents and Deans from Comprehensive Universities and Colleges II



K = No consistent pattern of governance

Exhibit 9

Complete Linkage Analysis of Presidents and Deans from Liberal Arts Colleges I

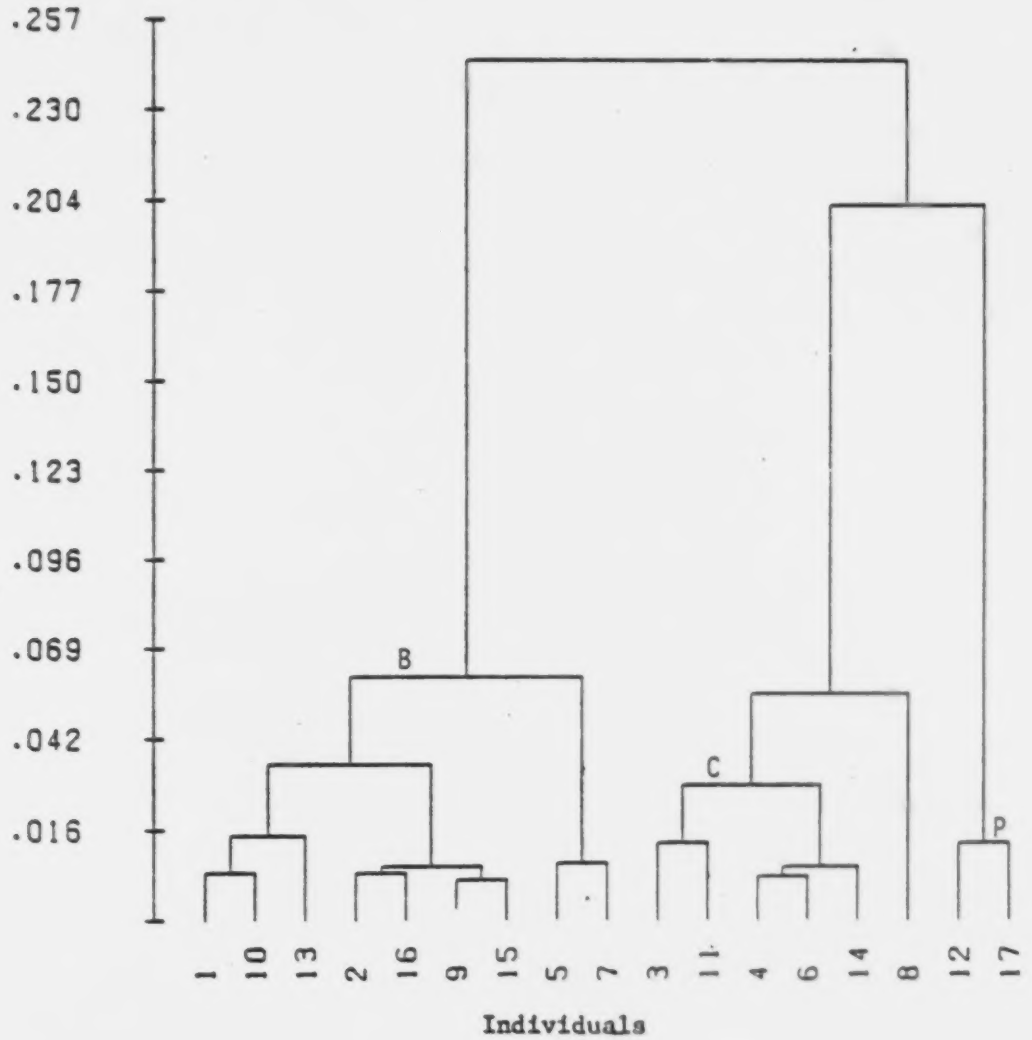


C = Collegial

B = Bureaucratic

Exhibit 10

Complete Linkage Analysis of Presidents and Deans from Liberal Arts Colleges II



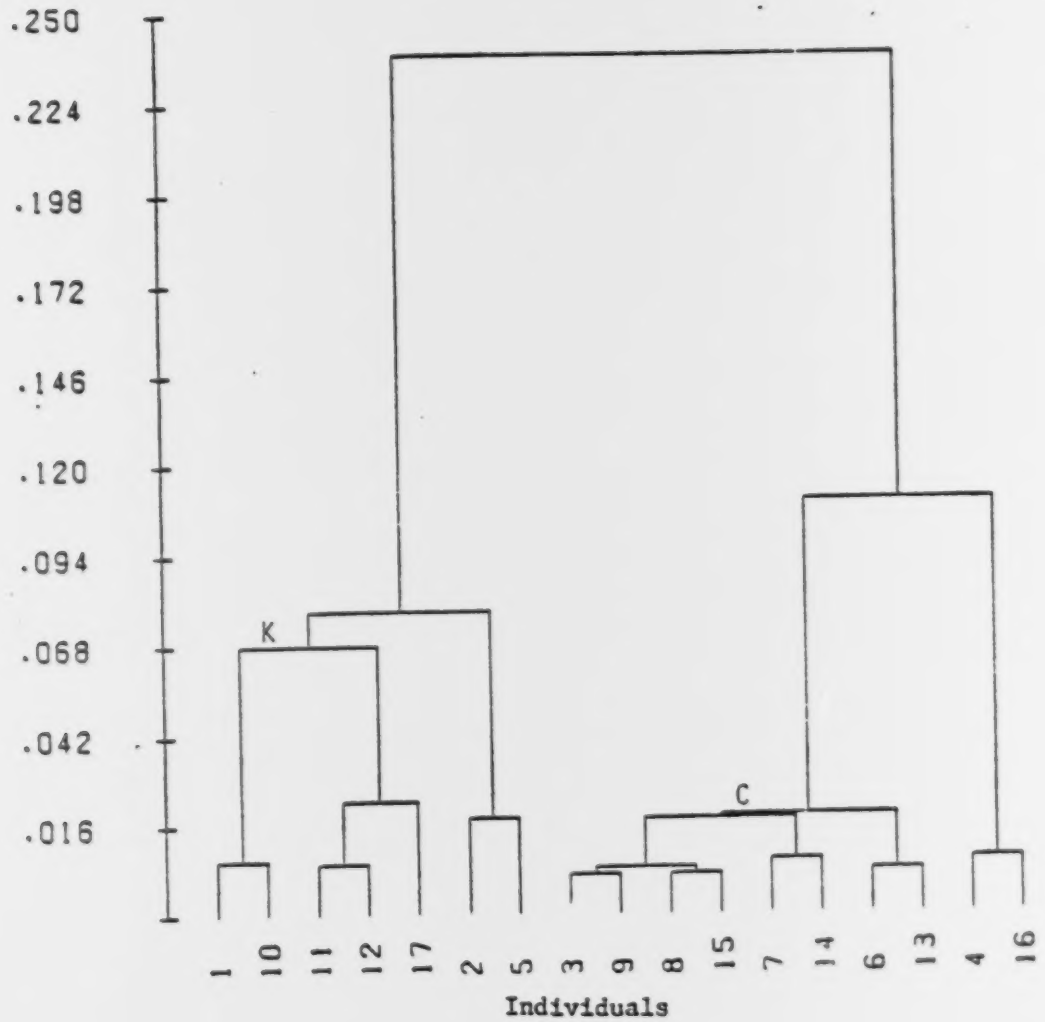
B = Bureaucratic

C = Collegial

P = Political

Exhibit 11

Complete Linkage Analysis of Presidents and Deans from Two-Year Colleges and Institutes



K = No consistent pattern of governance